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# **Ensuring *Equity & Inclusion***

**in**

**WASH**

**Archana Patkar**

***Under Assignment to BRAC***

**June 2007**

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## Abbreviations

1. ADP	Annual Development Programme
2. APSU	Arsenic Policy Support Unit
3. ASEH	Advancing Sustainable Environmental Health
4. BBS	Bangladesh Bureau of Statistics
5. BDP	BRAC Development Programme
6. BEP	BRAC Education Programme
7. BHP	BRAC Health Programme
8. BIDS	Bangladesh Institute of development Studies
9. CBOS	Community based Organisations
10. CFPR	Challenging the Frontiers of Poverty Reduction
11. CHT	Chittagong Hill Tracts
12. FGDs	Focus Group Discussions
13. GDU	Gender and Diversity Unit
14. GEDT	Gender and Diversity Team
15. GES	gender and Equity Specialist
16. GoB	Government of Bangladesh
17. GTF	Gender task Force
18. LCG	Local Consultative Group
19. LFA	Log Frame Analysis
20. LGDRC	Ministry OF Local Government, Rural development and Cooperatives
21. M&E	Monitoring and Evaluation
22. MDG	Millenium Development Goals
23. MIS	Management Information Systems
24. MTR	Mid-term Review
25. NGOs	Non-Government Organisations
26. O&M	Operations & Maintenance
27. OVIs	Objectively Verifiable Indicators
28. PRA	Participatory Rural Appraisal
29. PRSP	Poverty Reduction Strategy Paper
30. RED	Research Education and Development
31. RNE	Royal Netherlands Embassy
32. SMC	School Management Committee
33. PEDP II	Primary Education Development Programme II
34. TORs	Terms of Reference
35. UNICEF	United Nations Children's Fund
36. WAB	WaterAid Bangladesh
37. WASH	Water, Sanitation and Hygiene
38. WQ	Water Quality



## Executive Summary

### I Background

This report should be read as a background supporting document to the Gender Guidelines and operational Strategy produced as per the terms of reference for this assignment. The rationale for this report is based on the Consultant's understanding that *"gender" is one of the key areas where inequities and exclusion take place but it is not the only one*. There are many other factors which result in people's exclusion from services. These include location, occupation, age, social class, religion, political affiliation, ethnicity, etc.

Additionally, before addressing gender concerns separately – there are several programmatic aspects that must be corrected or clarified in terms of how *they will affect the poor in general*. WASH is a complex programme working in varying topographies, areas that are differentially resourced and within very different socio-economic contexts across the nation. Bangladesh benefits from over a decade of water and sanitation programmes which have fostered several innovations, learning and successes.

This report outlines some of the key areas that may not be categorised as "gender" concerns but which must be addressed if WASH intends to achieve its stated aims and objectives.

### 2. Strategic Opportunities

1. **Internally within BRAC- WASH** is well positioned to act as a trail blazer of sorts to help operationalise the new corporate Gender Policy. The timing is right, adequate resources – both human and financial are already in place.
2. **Externally in the water and sanitation sector in Bangladesh – WASH can fill some important gaps linked to equity and sustainability.** CLTS and its variants were important pioneers of the whole community approach, but important gaps remain on gender and inclusion linked particularly to sustainability. These become real challenges in flood prone- high water table, coastal – saline and hilly areas where the lack of affordable, workable models continue to exclude the most vulnerable groups from essential services.
3. **The RNE - WASH's donor is recognized within Bangladesh and internationally** as one of the most consistent and committed champions for Gender equity.<sup>1</sup>

### 2. WASH- BRAC: Well-positioned but not without challenges....

- Against the backdrop of GoB commitment to the MDGs and the PRSP which provide a strong rationale for a focus on Inclusion and equity, particularly gender issues
- The RNE's commitment to gender equality and BRAC's recently approved corporate Gender Policy

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<sup>1</sup> A. Patkar, DFIDB – Influencing study, 2003 and S+DFID-Gender Audit, 2006  
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Archana Patkar/20.06.07



- BRAC's own special position as an organisation with unparalleled national reach
- WASH has a head start - internally well resourced together with a body of sector learning and experience that can inform design and early implementation
- Programme Design is comprehensive – emphasizing software and hardware elements
- There is a dearth of analytical capacity in BRAC's field operations - Data produced is not sufficiently utilised.
- A highly vertical management system with insufficient scope for lateral, out-of-the box thinking prevents rich field experience and capacity from reaching and influencing managers (field and Dhaka) sufficiently.
- There are women everywhere in the field, both amongst beneficiaries and field staff. However staffing becomes predominantly male as the lens shifts upward ... there are very few women in senior management posts or in positions of sufficient authority to drive change.
- Internally, BRAC remains a hierarchical largely male organisation, *but with good intentions and a proven capacity to innovate and surprise its critics.*

### 3. Key Opportunities and Challenges

#### **Gender: Corporate Intent**

BRAC is a forward looking organisation which has just formulated a gender policy, incorporating lessons from BRAC's partially implemented gender strategy. This is supported by a strong institutional memory and the presence of internal champions at senior level within the organisation (outside WASH) to support implementation. Additionally BRAC's Gender Policy has the blessings of senior management.

### **WASH**

1. Within BRAC's pre-WASH portfolio, there are various programmes, which have lessons on inclusion and equity. Finding these, highlighting the lessons learnt and communicating these internally is in itself a valuable capacity building exercise.
2. Requisite skills need to be built in-house to ensure that equity and inclusion concerns are widely shared by the WASH core team, together with the skills to spot opportunities and utilise them. Some suggestions for doing this include:
  - Learning from experienced local partners<sup>2</sup> who work with vulnerability and gender.
  - Identification of key gender issues within governance work
  - Sharing of examples of best practise within and across teams
  - Ensuring that gender and inclusion are not separate,
  - Engage more effectively nationally on gender and equity issues beyond the water and sanitation context.
  - Learn lessons from BRAC's adolescent programme and from partners who work with adolescents and youth, including GOB and NGOs.

<sup>2</sup> For example, partner NGOs funded by BRAC and WASH technical support partners work with a wide range of gender issues such as access to justice and legal aid.



3. Improved team-work is required to ensure that various programme components, activities and decisions are systematically scrutinised under an equity and inclusion lens at various points in the programme cycle. All reviews must include social development expertise and a poverty and equity focus in analysis of achievements including spend and physical outputs.
4. The Gender specialist in the WASH team will require support from across the WASH programme as well as senior management support (Gender and Diversity Unit, HR as well as WASH management) to ensure first a shared commitment to inclusion and equity across the programme (i.e. more than just intent – rather intent backed with operational implications and performance review mechanisms) which is then followed by operational support at all levels.
5. Mainstreaming requires human resources. Change agents who can act as “*equity gauges or checks or champions*” across the programme, will be needed in order to ensure that this commitment emanating from Dhaka permeates the fabric of WASH, in order to deliver results at all levels. These “champions” may be identified from interested WASH staff in Dhaka and the field, who demonstrate potential, but who already hold other responsibilities (training coordinator, Centre Manager, Field Engineers, PRA specialist, RED, ) etc. These may also benefit from additional training and exposure to more detailed gender analysis and monitoring in order to develop a core of resource persons and mentors who can support other programme staff on gender mainstreaming and give valuable feedback to Dhaka as the programme unfolds.
6. WASH is well –resourced with a mix of new enthusiastic staff keen on learning and experimentation and experienced staff who have been with BRAC for a considerable length of time. It is important to recognize that although most staff are Bangladeshi nationals with a solid understanding of the local and national context and ground realities, *they do not necessarily appreciate the complexities within which gender and exclusion issues play out or how these may be addressed within a water and sanitation context.* WASH staff would benefit from a better understanding gained through a detailed gender analysis that identifies key opportunities and constraints that can then be addressed in a phased action plan. Effective utilisation of external national resources (already available to BRAC through its many partnerships) is highly recommended and time spent on these should not be seen as a distraction, but rather as a capacity building process for lateral thinking, analysis and eventually programming of enhanced quality.
7. BRAC is not new to water and sanitation – having experimented with piped water systems and support to Government of Bangladesh’s 100% Sanitation drive. However WASH is more than mere service delivery of the traditional kind – requiring a powerful blend of participatory approaches, appropriate cost-effective technology, local mobilisation and political negotiation together with effective management and quality control skills to deliver the programme’s ambitious objectives *at scale, with quality.*



#### 4. Conclusions

- I. WASH has an unique opportunity to be a trail blazer internally within BRAC as well as externally within the water and sanitation sector in Bangladesh and regionally to show the way on equity and gender. Organisationally in BRAC resistance is minimal at the conceptual level, with corporate policy and senior management commitment to mainstreaming gender officially explicit. However, in practise consistent and creative efforts will be required to move the agenda with speed to ensure measurable results.
- II. Immediate and urgent efforts are needed to share initial thinking including this report and the accompanying guidelines on gender wider within WASH and linked programmes internally and with the support of HR to engage in a consultative process in Dhaka and at the field level to discuss, share and formulate a policy and strategy that will be owned by all.
- III. The first step in drawing up the monitoring plan to ensure quality at scale is the finalisation of the logframe (through a consultative workshop) and the mainstreaming of poverty and gender explicitly in this LFA with quantitative and qualitative indicators
- IV. RNE support in these early and crucial phases on programme conceptualisation and Phase I will be critical to ensure that intent is translated into action and also fed across into the first review at the 18<sup>th</sup> month point to ensure a consistent focus on gender and equity..



## 1. BACKGROUND & INTRODUCTION

### 1.1 Objectives

- 1.1.0 BRAC has initiated a Water, Sanitation and Hygiene (WASH) programme to help the government of Bangladesh achieve its national targets and the MDGs on water and sanitation. The WASH design recognizes that a focus on gender will yield benefits beyond programme performance (O&M, cost recovery, hygiene awareness) namely economic benefits for poor women, increased attendance of girls in school, increased participation and empowerment of women and increased security and dignity for women.

### 1.2 Scope of work

1.2.1 The TOR calls for an assessment of the existing policy, programs and practices & formulation of gender strategy with a time frame for WASH. The Consultant will review the Government's policy and relevant documents of BRAC's on Gender WATSAN issues to identify the gaps between these documents according to the following questions:

1. To what degree does the WASH programme address overall needs and priorities of the gender sensitive water, sanitation and hygiene Program for Bangladesh?
2. How does the programme fit into the gender policies/strategies and objectives of both Netherlands Development Co-operation and BRAC?
3. Does the program complement the National WATSAN policy and its gender implications?
4. Does the programme build on BRAC's existing capacity and experiences and in what fields does BRAC's capacity need to be strengthened to ensure gender responsive WASH programme?
5. How does the program establish linkage with other social development projects of BRAC as well as with other water and sanitation projects run by GoB and NGOs?

*The assignment was limited in time and its scope did not include an assessment of internal organisational gender issues or an action-planning component.*

### 1.3 Approach

1.3.1A selective review of ongoing BRAC programmes (BHP, BEP, BDP, CFPR) to assess the extent to which gender and equity issues and priorities are identified, and are being pursued and achieved – through a combinations of consultations with key stakeholders and desk review. The specific objectives: *to learn lessons and understand better the operating environment with its potential and constraints for WASH.*

1.3.2 Assess the scope for translating *intent* on gender and inclusion into *action* in the new WASH programme.



1.3.3 Situate WASH within the sector nationally and ensure that the gains of the past decade of innovative work in water and sanitation in Bangladesh feed into this strategy in order to get a head start in implementation.

1.3.4 Advise on what more is needed including identification of priority areas, specific strategic actions, a means to monitoring performance, and practical procedures.

## 1.4 Methodology

1.4.1 The Consultant, Archana Patkar was accompanied for 90 % of the meetings by WASH Gender Specialist Sharmin Ubaid, who took keen interest in and participated closely in all discussions, in Dhaka and the field. These discussions and visit are jointly referred to as the Mission in this report.

1.4.2 The Mission met with BRAC staff newly appointed for WASH as well as senior and key staff in programme and non-programme departments of BRAC. (See Figure below) and undertook a comprehensive 3-day field visit to Bogra. The detailed programme for the visit and persons met is attached as Annex 2.

### 1.4.1 Internal Consultations within BRAC

	Dhaka - based	Field
<b>Programmes</b>		
CFPR	✓	✓
BDP		✓
BEP	✓	✓
BHP	✓	✓
<b>Non-Programme</b>		
Human Resources	✓	
Gender & Diversity Unit	✓	
Monitoring	✓	✓
Research & Evaluation	✓	
Training	✓	✓
WASH	✓	✓

1.4.3 The Mission findings are also informed by a review of all WASH documentation and selected documentation from BHP, BEP, BDP, CFPR and BRAC's own internal work on Gender and the international literature on gender.

1.4.4 Outside BRAC, the Consultant met with selected key sector stakeholders for an update on key emerging lessons of value to WASH. As the Consultant is familiar with the water and sanitation sector and key issues in gender equality through her ongoing work in Bangladesh, but less familiar with BRAC, the focus was more in internal consultations within BRAC with less time allocated to meetings with external stakeholders. Selected external consultations included meetings with Dishari – Plan, ASEH- WaterAid, UNICEF and DFIDB.

1.4.5 The Consultant held three, separate debriefings on preliminary findings, one each with RNE, the Director, BRAC Health Programme, and the WASH programme team



before a final joint debriefing with the WASH team which was also attended by the Deputy Executive Director, BRAC, Director BHP and the programme Head WASH.

## **1.5 Mission Outputs and their intended use**

1.5.1 This assignment resulted in three outputs:

1.5.1.1 A debriefing presentation dated 29.3.07 shared with the WASH team, BRAC

1.5.1.2 An Outline Guideline and Strategy Paper on gender in WASH intended to catalyze to kick start an internal process of gender analysis, strategy formulation, commitments and action plan.

1.5.1.3 An overall report – intended for use by the WASH team on overarching programme concepts and approaches, many of which, if not clarified and addressed, will ultimately compromise WASH's ability to benefit the poorest, especially poor women and girls.

1.5.2 The Guideline and Strategy paper produced are intended to highlight key issues and suggest the way forward. There is no substitute for a proper process (together with the associated investment in time by key people including senior management) to engage in the process of gender analysis and framework formulation as suggested by the BRAC Gender Policy. Additionally the various processes suggested in this report – including logframe formulation, team building, etc are essential for eliciting staff interest, ownership and commitment, to achieve the objectives suggested in this paper. The recommendations derive their legitimacy primarily from WASH's programme document, the PRSP and GoB commitments on water and sanitation and gender and BRAC's own commitments to women's empowerment and poverty reduction in Bangladesh

## **1.6 Definitions**

1.6.1 Gender refers to the socially constructed roles enacted by women and men assigned to them based on their sex. Gender ...refers to the behavioural patterns expected from women and men and their cultural reinforcement. These roles are usually specific for a cultural context and time. This definition is summarized from BRAC's revised Gender Policy, March 2007 which sets out the following 4 key principles:-

- Gender equality is key to sustainable development
- Gender relates to both women and men and both men and women are responsible for achieving gender equality. Women's empowerment is a tool to achieve gender equality.
- Women's empowerment is an issue of rights and BRAC as a rights based organisation is committed to women's empowerment.
- A gender friendly working environment is a precondition for achieving the goal of gender equality to which BRAC is committed.

## **1.7 Beyond Gender - The Case for Equity and Inclusion**



- 1.7.1 The rationale for focussing on inequities linked to gender is a conclusive one that is fully endorsed by this Mission. We would argue however, that there is a danger that other key variables such as age, location, occupation, ethnicity, religion, disability, class, political affiliation, also need to be factored in when understanding the backdrop of vulnerability and deprivation in Bangladesh.

#### **Working with particularly excluded groups**

Bangladesh has over 40 indigenous tribes and there are about 1.8 million tribal people in the country. These groups have always been neglected by mainstream development initiatives. They have lower literacy rates, higher malnutrition rates and viewed as a disadvantaged minority vis-à-vis the mainstream Bengali population.

Estimates of the number of people with disabilities in Bangladesh are substantial. Services for people with disabilities and integration into mainstream provision are both inadequate. The issue of disability is marginalised and most NGOs reviewed did not seem to place a high priority on this.

Another set of excluded groups are those of high risk of HIV/AIDS infection. Sex workers are particularly marginalised and vulnerable.

Manifestations of social exclusion include linguistic minorities, HIV positive persons, trafficked women and men and prisoners.

The Impact of BIG NGOs on Poverty and Democratic Governance in Bangladesh  
Verrulam Associates for DFIDB, June 2005

- 1.7.2 There will be lost opportunities and potential exclusion, if WASH focusses on gender (which in most cases will equal women) and ignores other barriers to access and entitlements. Within these multiple layers of deprivation however, it is well-documented that a women belonging to poor women-headed household, without a male earning member or widows *are* among the poorest of the poor.
- 1.7.3 This paper and the linked strategy and operational guideline, - both focus heavily on Gender as demanded by the TOR. However, the Mission strongly recommends that WASH consider a more holistic approach to equity and inclusion by undertaking a wider vulnerability and equity analysis for WASH, wherein gender is a key cross-cutting component.

## **2.0 Policy & Programme: Context and Coherence**

***A) How does the programme fit into the gender policies/strategies and objectives of both Netherlands Development Co-operation and BRAC?***

### **2.1 Netherlands Development Co-operation: Bangladesh**

#### **Water and Sanitation**



2.1.1 The Netherlands global commitment to help achieve the MDGs is best illustrated by its allocation of 0.8% of its GNP to poverty reduction of which 0.1% goes to the environment. Aid flows support good governance initiatives in 36 countries with a focus on human rights including gender, education, HIV/AIDS, water, the environment and reproductive health.<sup>3</sup>

2.1.2 Water and the environment are two priority themes of Dutch development policy with the following specific target on water and sanitation:-

- 50 million people have access to clean water and basic sanitation by 2015;

The WASH programme which will receive 56 million euros over 5 years is expected to *contribute a substantive portion of the above target*. The programme document proposes to reach 37.5 million people with hygiene promotion and education, improve access to and use of sanitation facilities of 17.6 million people and ensure that 8.5 million people obtain access to safe water supplies through repairs to old services (7.5 million) or construction of new facilities (1 million people).

## Gender

2.1.3 Human rights, gender and social justice are all underlying principles on which the Royal Netherlands Embassy bases its development efforts. Some explicit MDG related commitments<sup>4</sup> include:

- To eliminate gender disparities in primary and secondary education by 2005 and to ensure that by 2015, children everywhere, boys and girls alike, are able to attend and complete their schooling
- More people deciding freely whether or not to have children and how many they have;
- Fewer women dying during pregnancy and childbirth;
- Fewer new cases of HIV infections, especially among adolescents;
- More people with access to prevention, care and treatment for HIV/AIDS;
- Improved reproductive rights, for women and girls in particular.

2.1.3 It is also important to note that the Royal Netherlands Embassy is perceived by other donors in Bangladesh as being the most *consistent and strategic champion for gender* and rights.<sup>5</sup> This is evident not just in dedicated funding support for improving access to justice for poor women or eliminating violence against women, but also in seeking strategic opportunities for gender mainstreaming in its discourse with GoB, influencing other donors and NGOs and providing support to enhance national capacity for work on gender and equity.

<sup>3</sup> Dutch Aid Policy, MDG3, & Bangladesh, [www.minbuza.nl/en/development\\_cooperation/Themes](http://www.minbuza.nl/en/development_cooperation/Themes)

<sup>4</sup> RNE Website: <http://www.minbuza.nl/en/developmentcooperation/Themes/Development>,

<sup>5</sup> Patkar et al, Influencing Study DFIDB (June 2002) and Gender Audit, DFIDB (December 2005)



- 2.1.4 The message from RNE for WASH is clear – that WASH must achieve its objectives while ensuring that the poorest, especially women and girls benefit from project processes and investments. This raises a few important practical questions:
- 2.1.4.1 How coherent is the above gender and rights objective with RNE commitments on “targets and coverage” to reach the MDGs. This issue was discussed in detail by the Mission during its debriefing session with the RNE adviser. Clarity on this current dissonance will be critical in order to set fair outputs and outcomes for BRAC.... *The coverage figures set out in the WASH programme are almost impossible to achieve in the project timeframe – while also ensuring quality, equity and sustainability.*
  - 2.1.4.2 What human resource support can RNE provide to assist BRAC WASH at least to the MTR? Senior management in BRAC will need to discuss the desirability of a greater degree of engagement laterally with social development advisers in RNE and WASH in order to ensure sharing of priorities and concerns on an ongoing basis together with proactive support to WASH where needed.
  - 2.1.4.3 It is evident that RNE has been instrumental in ensuring attention to gender in WASH thus far ( through various mechanisms). However given work pressures in most bilateral donor agencies in Bangladesh together with continual pressure to reduce staff transaction costs, there may be a need to put in place a structured sharing mechanism to assist both partners in keeping their eye on the ball e.g. quarterly meetings on Inclusion and Equity issues or joint field visits once a year, along with scanning of all important TOR’s for review missions etc by the RNE adviser responsible for gender and equity in WASH. These commitments need to be explicit in WAS’s M&E plan.
  - 2.1.4.4 RNE funds other programmes that offer potentially crucial learning to BRAC WASH just as BRAC experiences offer a host of learning experiences for RNE and partners. Identifying some key strategic areas for sharing across its partnerships is a RNE role. Sharing does not take place organically, whether it is inter-departmental within the same organisation or between partner organisations. One example of potential interest, is structured sharing between RDRS and BRAC (both RNE partners) on voice, agency and power for harnessing key lessons for use in WASH.

## 2.2 BRAC

### BRAC’s Gender Policy

- 2.2.1 This recently drafted, revised policy builds on the lessons learned from its earlier version of 1997, to provide a simple overarching framework that should prove immensely useful to WASH as it goes forward with its work on gender and equity. The coherence between the Policy and the suggested way forward for WASH is discussed in detail in the linked output of this mission i.e. The Gender Guideline and Operational Strategy. Key points to note are:
- 2.2.1.1 There is no dissonance whatsoever, between what is proposed in the Gender Policy and what WASH will need to do to ensure gender and equity in its programme
  - 2.2.1.2 Rather, the Gender Policy endorses some of the findings and linked recommendations of this Mission by recommending the preparation of a Gender



analysis Framework to ensure conceptual clarity and a basis for further programmatic work. It recognizes the need for senior organisational commitment and human and financial resources, together with accountability through performance reviews, attached to the policy in order to ensure implementation.

- 2.2.1.3 From WASH's perspective, the Policy, whose final version was prepared in March, with approval in April, provides a credible starting point for WASH's own work on gender and equity with potential for influencing work on gender across BRAC's other programmes.
- 2.2.1.4 Apart from this newly formulated Policy, BRAC has always stated its intent to work for women's empowerment and the poor and vulnerable. The challenge lies in finding effective strategies to do so and then measuring impact to know what works and what could be improved.
- 2.2.1.5 See linked Gender in BRAC-WASH, Guideline and Operational Strategy for more details.

### **Service Delivery**

- 2.2.2 BRAC believes that the socio-political power of the poor cannot be built unless they have a secure economic base; and that the economic assets of the poor cannot be increased and their economic vulnerability cannot be reduced unless they have the socio-political strength to access resources, address risks and resist exploitation.<sup>6</sup>
- 2.2.3 Water and sanitation services are seen as basic entitlements within BRAC's health, education and micro-credit social mobilisation initiatives with an emphasis on hygiene education targeted at poor women together with hardware provision.
- 2.2.4 BRAC has already tested the waters with its 100% sanitation experiment in Shibpur, its support to GoB's 100% sanitation campaign and its pilot projects on arsenic.

### ***B) Does the program complement the National WATSAN policy and its gender implications?***

## **2.3 Government of Bangladesh**

### **Gender**

- 2.3.1 The Government of Bangladesh has taken many steps at the policy level to reduce and eventually eliminate discrimination against women. These include:
  - i) Signing the Beijing declaration and endorsing its Platform of action
  - ii) Formulating the National Policy on the Advancement of Women
  - iii) Establishing the Ministry of women and Child Affairs to coordinate and monitor women in development programmes

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<sup>6</sup> Evolution of BRAC's Development Approach, CFPRII-TUP, 2007-2011, Proposal Overview  
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- iv) Establishing the 44 member National council for women's Development chaired by the Prime Minister in 1997
- v) Adoption of a National Action Plan
- vi) Withdrawing some of the reservations to CEDAW
- vii) Undertaking affirmative actions for selection of women in public sector and elected bodies.<sup>7</sup>

2.3.2 However a post election analysis by the Task Force on Women's Empowerment and National Development shows conclusively that there is a gap between pre-election rhetoric and the situation on the ground, with little action on key areas of gender inequalities including political participation, legal rights, human security and elimination of violence against women, opportunities for women to participate in the economy and institutional, social and cultural barriers to women's status, dignity and safety.<sup>8</sup>

2.3.3 The PRSP Policy Matrices 14 (Education) and 15 (Health, Population, Nutrition, water and Sanitation and Food Safety) call for increases in women's access to basic entitlements while Policy Matrix 16 ( Women's Advancement and Rights) calls for women's full political and economic participation, social protection against vulnerability and risk and the elimination of violence against women.<sup>9</sup> Water and sanitation, after concerted lobbying by key sector agencies, were included as a specific sector and identified as key determinants for child nutrition and health. Despite high level government commitment to sanitation, matched by increased funding, the challenges around achieving behaviour change at scale remain, with and all its inherent gender dimensions remaining a primary deterrent to achieving national goals.

## 2.4 Water

2.4.1 Bangladesh is perhaps farthest ahead in South Asia, in terms of policies and practices in the hygiene, sanitation and water sector. National commitment to sanitation backed by heavy investments by donors and GoB alike, together with growing concern at the spread of arsenic, have resulted in harmonisation of approaches between donors and government in order to achieve a shared common objective of improved access and sustainable use.

2.4.2 The emergence of arsenic in ground water over large areas of Bangladesh, together with decreasing water quality due to bacteriological contamination of surface water sources has reduced Bangladesh's enviable statistics of 97% access to safe water to about 75 % over the last decade and a half. The 1998 national watsan policy states that "Safe water and sanitation are essential for the development of public health. *The Government's goal is to ensure that all people*

<sup>7</sup> Centre for Policy Dialogue, "Policy Brief on "Inequality between women and men and women's empowerment". CPD Task Force Report, Dhaka 20-22 August, 2001

<sup>8</sup> Centre for Policy Dialogue, The Task Force on Women's Empowerment and national development, "Demands before election 2001 with respect to Women's Empowerment and what happened in reality: From the Point of accountability" Dhaka, July11, 2003

<sup>9</sup> Unlocking the Potential, national Strategy for Accelerated Poverty Reduction, General economics Division, Planning Commission, GoB, July, 2005



have access to safe water and sanitation services at an affordable cost. The policy goes on to make some key observations that have translated into a crucial shift in the approach to service delivery i.e.

*It is globally recognized that physical provision of services alone is not a sufficient pre-condition for sustainability or improvement of health and well being of the people. Greater attention needs to be focused on elements of behavioural changes of users and sustainability through user participation in planning, implementation, management and cost sharing. The need for change within the conventional programs are recognized by the government and all the stakeholders in the sector. The aim to bring about the changes calls for transition from traditional service delivery arrangement.....”*

- 2.4.3 The emphasis on behaviour change is consistent across all sector programmes and government efforts in water and sanitation in Bangladesh. Having said this – government and non-governmental actors alike concede that it is a real struggle between trying to remain true to the process approaches that aim to educate people about public health dangers, raise demand and then fill this with attention to sustainability – and on the other hand the pressure to show tangible expenditure and physical targets which is the performance base on which national government, donors and implementing agencies are evaluated.
- 2.4.4 Key issues outlined in this policy that continue to challenge sector interventions include i) valuing water as an economic good with cost recovery guidelines set out for both water and sanitation ii) poor people’s stated willingness to pay for services ( often based on hypothetical simulations) and their actual inability to pay in a sustained manner

## **2.5 Sanitation**

- 2.5.1 The Government of Bangladesh has set itself the ambitious goal of achieving 100% sanitation by the year 2010. A gigantic collaborative effort between the GOB, external donors, NGOs and CBOs has resulted in impressive gains by the year 2003 with sanitation coverage increasing from a mere 4% to an average of 33% nationally.<sup>10</sup>
- 2.5.2 Subsequently in 2005 the first draft of GOB’s extremely forward looking National Sanitation Strategy was developed, quoted in the Human Development Report, 2006 ( see box below) and Union Parishad’s were designated as the drivers of the Total Sanitation Campaign. Various financial allocations to incentivise sanitation coverage and use of facilities, together with consistent national pressure to achieve national commitments have resulted in a high degree of awareness amongst communities and local government with considerable acceleration of coverage.

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<sup>10</sup> WASH Programme Document



### **Box 1. Government of Bangladesh Sanitation policy: key features**

The scope of the policy is comprehensive, considering urban and rural sanitation as separate problems. There is no specific approach suggested for urban areas other than the promotion of household latrines along with public and community toilets.

The policy makes reference to specific outputs and targets including institutional targets.

The policy does not indicate a time-frame for the achievement of targets; however it has provided the basis for subsequent strategy development that has adopted specific time bound targets namely total coverage for rural sanitation by 2010.

The policy makes no reference to either programs or budgets for the targeted groups; neither does it specify minimum service levels.

Health is an explicit concern of the policy but it makes no reference to specific types of problems or diseases.

There is no mention of sources of finance, the costs of meeting targets, nor of subsidy.

The policy recognises both technical (hardware) and social (software) concerns and is reasonably balanced in this respect.

The policy defines some institutional roles relating to planning, financing, regulation, implementation, O&M, M&E and programme support, but only in fairly general terms; no lead agency is defined.

There is no mention of the wider benefits nor of the income generating potential of the supply side

*Subsequently signed by the Minister for Local Government, Rural Development and Cooperatives (MLGRDC) – identified as the lead agency for water and sanitation provision. The MLGRDC has endorsed the Total Sanitation approach and has integrated it into the National Sanitation Strategy. The key advance here is the identification of a clear lead agency.*

OCCASIONAL PAPER

Human Development Report  
Bangladesh Rural Sanitation Supply Chain and Employment Impact  
Practical Action Consulting  
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## 2.6 Hygiene

### A need to ensure programmatic coherence in WASH

There is a very tangible tension between the ambitious quantitative targets set by WASH and its more considered objectives of reaching the poorest, ensuring hygiene behaviour change and gender and poverty impact. *Physical coverage without the intended impacts in reach, use and behaviour change, will be meaningless as this will fail to deliver the public health benefits that WASH intends to deliver as its contribution to national and international MDG targets and commitments.*

Numbers are no doubt important – to ensure that facilities (tubewells, latrines) exist in adequate number and are conveniently located and well-maintained for people who want to use them, but numbers by themselves will not ensure that *whole communities* (each and every member of every household in the community) adopt safe sanitation and hygiene practices, without which communities remain at risk of disease transmission and environmental pollution with the inherent public health risks i.e. *Even if 30 households out of 200 continue to defecate in the open, another 50 individuals consistently forget to wash their hands at critical times, and yet others consume contaminated water in say the dry season .....infants, children and adults will continue to suffer from diarrhoeal diseases.*

**Key Recommendation:** Success for WASH must be measured in terms of whole\* communities adopting critical hygiene and sanitation behaviours, .....

\* **whole:** a critical mass of 85 to 90 % of households wherein all member disposes off excreta safely, practice hand washing at critical times and consume safe water together with key environmental sanitation measures to guard against pollution of drinking water sources.

### 2.6.1 Assessment Summary:

2.6.1.1 WASH is currently positioned as a supply driven programme with demand responsive intentions. There is a distinct pressure from senior management in BRAC as well as from RNE to achieve the numbers. *The numbers are certainly important to ensure that those who want to change their behaviour are enabled to do so through appropriate facilities, but the numbers by themselves will not spell success for WASH.* This inherent tension carries through the programme proposal, inception report and the initial monitoring indicators drafted – wherein we see with highly ambitious coverage targets juxtaposed against a stated intention to achieve hygiene behaviour change, reach the poorest and ensure real benefits for women together with sustainability of investments.

2.6.1.2 The current formulation of the programme is more often than not translated into physical and quantitative monitoring indicators, which by *themselves* will be unable to indicate potential areas for exclusion and inequity. The



accompanying Gender Guideline and Operational Strategy suggests some key indicators on exclusion and quality to check equitable access, use and sustainability of services.

2.6.1.3 It is critical to note that strategic planning issues in WASH (including selection criteria, budget allocations, determination of beneficiary target groups, etc. must reflect attention to Gender concerns. *Gender is not a separate topic to be analysed and reported on in isolation... instead a gender mainstreaming approach requires that gender analysis be applied to the range of technical issues under consideration.....*

2.6.1.4 The WASH technical team is newly appointed or drawn in from other parts of BHP and not necessarily able to question the design or linked assumptions and targets without a process. The team has undergone a training recently and should follow this up with a logframe formulation workshop to help resolve some of these anomalies.

**2.6.1.5 Overall Recommendation: Set realistic, achievable objectives and numerical values which balance equity and sustainability concerns with RNE's desire to achieve measurable numbers of poor people with improved access to services.**

***C) Does the programme build on BRAC's existing capacity and experiences and in what fields does BRAC's capacity need to be strengthened to ensure gender responsive WASH programme?***

***D) How does the program establish linkage with other social development projects of BRAC as well as with other water and sanitation projects run by GoB and NGOs?***

This section seeks to address the areas of effective lessons learning, convergence, networks and linked management and human resource areas posed by questions C and D above.

#### Evolution of BRAC's Development Approach

From its long experience of working to empower poor rural women, BRAC has learned that it is necessary to address gender inequity at two levels. First by working to build women's practical gender needs by supporting them in building their livelihoods; this may involve engaging them in non-traditional activities and may help to challenge their confines of women's customary roles. The second level at which BRAC seeks to operate is at the level of strategic gender needs, through its social development activities which provides the conceptual tools, knowledge and language with which women can analyze and defend their rights as women, humans and citizens.

CFPR/TUP 2007-2011  
Executive Summary, Proposal for Phase II



- 2.7 Resources, capacity, and learning** :BRAC's three decades of experience in health, nutrition, education, micro-credit and water and sanitation are the foundation on which the WASH programme has been designed. WASH is starting at a much higher point on the experiential learning curve due to the following contributing factors:

#### **WASH Resources**

- 2.7.1 Prior to WASH, BRAC has been involved – albeit on a smaller scale- in rural water and sanitation. Specific learning experiences include the Shivpur 100%% sanitation experience; BRAC's partnership with GoB to help achieve national sanitation goals and its arsenic mitigation project in four upazillas.
- 2.7.2 By its own admission, the most impressive achievement with BRAC's health programme has been its Oral Re hydration Therapy Extension Programme (OTEP) to counter dehydration due to diarrhoea. This experience has been drawn directly in to WASH through its designated Programme Head, who also led the ORT programme.
- 2.7.3 BRAC's reach in basic service delivery (health, education, micro-credit) remains unparalleled in the non-governmental sector across Bangladesh. BRAC's Sasthya Sebikas and Shasthya Kormis provide an important outreach mechanism to potentially teach and service the un- reached and most vulnerable.
- 2.7.4 Innovative programmes such as CFPR and BRAC's adolescent girls programme have taught BRAC staff important lessons in effective “pushing down (helping the ultra-poor to access basic entitlements and resources) and pushing out” (designed to build the capacity of the poor and the commitment of representatives of the poor to help them access those rights) as well as the importance of impact monitoring for advocacy purposes. The body of literature (thematic and impact studies) produced by CFPR provide high quality training material to enhance conceptual clarity, analytical skills and to refine implementation approaches and qualitative monitoring.
- 2.7.5 WASH has recruited a team of technical specialists in Dhaka supported by an implementation team across its target upazillas. BRAC's considerable organisational resources (HR, Finance, MIS, Monitoring, RED, Advocacy) are in place to ensure timely support when needed. The Mission noted the absence of dedicated qualified engineering support (low-cost sanitation technology, water quality and water technology) in the WASH team, although two members of the team report having considerable experience in piped water systems and 100% sanitation programmes.

#### **BRAC Partnerships and Networks**

- 2.7.6 The combined body of sector experience on some of the most challenging aspects of WASH – such as equitable cost recovery, inclusion of the hard core poor, communitywide behaviour change, appropriate technology design for different users, quality control mechanisms for triangulation of benefits – are available for the asking from partners in the sector.



- 2.7.7 There is a high degree of harmonisation in the sector on approaches towards arsenic mitigation, sanitation and water supply, including in the more contentious areas such as cost recovery policies and government subsidies, hardware versus software, appropriate technology, etc. BRAC's very first implementation phase will be able to benefit from at least 3 years of experience and lessons emanating from some important approaches at scale including UNICEF-DPHE, Danida, PLAN' Dishari, WaterAid-ASEH, CARE, etc.
- 2.7.8 It should be noted that WASH's mere size (56 million euros, targeting 150 upazillas) and potential impact on rural water and sanitation in Bangladesh, positions it as sector player that others cannot ignore. Expectations around what WASH will deliver are hopeful as well as cautious tinged with fears that BRAC's traditional, vertical service delivery approach will focus on infrastructure creation together with a use of subsidies to deliver numerical targets while ignoring the gains on important policy and strategic issues that have been fought hard by other sector agencies and programmes.
- 2.7.9 The international and national experience on the dangers of a hardware driven approach that excludes the all-important behaviour change required to translate this investment into public health benefits is well known. Both the GOB and the RNE are well aware of this, while struggling to satisfy political and international commitments. BRAC can leverage important sector experience to ensure that success is defined in terms of *poverty reduction and public health benefits* within which physical outputs are viewed only as an important means to an end.
- 2.7.10 BRAC has already identified some key partners for WASH implementation. These include – IDSL and NGO Forum for training, IRC Delft for ongoing support and potential partnerships with Marico Bangladesh Ltd and Unilever for low-cost marketing of soap.

## 2.8 Assessment Summary:

- 2.8.1 While WASH does not face any of the conventional programme resource constraints linked to human resource gaps, delays in fund flows, there are several important areas for improvement – key among them are:-
- 2.8.1.1 A need to enhance analytical capacity across staff – through constant questioning, by linking accountability (through qualitative monitoring) to stated objectives; by analysing more rigorously WASH's stated objectives of reaching the poor and benefiting poor women against some of its potentially conflicting design and implementation commitments.
- 2.8.1.2 Better utilisation of BRAC's own research and learning to refine WASH approaches. Particular reference is made here to CFPR's invaluable learning from working with the poorest women and exclusion.
- 2.8.1.3 Lateral staff collaboration across departments to ensure efficient and continual cross-fertilisation



- 2.8.1.4 Better team working within WASH – to ensure that the Gender and Equity specialist development is consulted in a systematic manner (whether on monitoring, technology design or training for example) and that additional inputs are sought from outside WASH ( CFPR, HEALTH, GDU, etc) on a regular basis.
- 2.8.1.5 There is recognition within BRAC, of the need to disaggregate data particularly around impact at community, household and individual levels. In practice, however this is not consistently done in monitoring project processes and outputs. Additionally, MIS generates large quantities of data, some of which is not entirely useful, while other bits are not analysed or used strategically.
- 2.8.1.6 Management style, HR systems and improved communication internally within WASH is needed to capitalize on the internal and external resource base.
- 2.8.1.7 Much more systematic mechanisms in place to ensure that sector learning is incorporated into WASH approaches on an immediate basis.

## 2.9 Recommendations:

- 2.9.1 Review WASH target of “covering” 17.6 million people spread over 150 upazillas with sanitation services, 37.5 million with hygiene messages and 8.5 million with safe water. Question definitions (poor, safe, sustainable, etc.), lay down non-negotiable standards for equity and sustainability of project investments and reformulate and reflect in an overarching project logframe.
- 2.9.2 **Assess adequacy of existing skills base and delivery mechanisms** against this reformulated approach i.e. are the health workers the most appropriate outreach mechanisms? Dialogue with BHP, CFPR frontline workers on their views and experiences. Put in place triangulation mechanisms on effectiveness of delivery, particularly on reaching the ultra-poor, women’s meaningful participation, etc.
- 2.9.3 Prepare **TOR’s for all key WASH staff positions**. All thematic activity to be guided by TOR’s in which equity and inclusion aspects are highlighted (cost recovery, low-cost technology development, development of programme in schools, etc.)
- 2.9.4 Consider **team building exercise for WASH team** (Dhaka plus key field staff) off-site – of which logframe is an essential part. Externally facilitate (suggested: senior CFPR staff member with good knowledge of programme and excellent facilitation skills together with skilled external facilitator). Determine roles and responsibilities linked to action plan, together with ways of working to facilitate and enable innovation and creativity.
- 2.9.5 **Empower technical specialists in the WASH team**, including the Gender Specialist to utilise their knowledge and experience fully and learn from each other by working in horizontal and cross-cutting manner. Solicit structured support from key BRAC internal resources including HR (Gender Equality and Diversity Unit)
- 2.9.6 **Link the concept of accountability for results to the logframe** produced and prepare an M&E plan followed by MIS and monitoring



- indicators with an explicit focus on equity, gender, vulnerability and sustainability. Organise a gender workshop – engendering the logframe and linking the M&E plan should be key sessions where staff prepare key indicators in working groups.
- 2.9.7 **Designate a core team on equity, gender and inclusion across WASH at all levels.** This group to share lessons, challenges, suggestions internally. To be led by Gender Specialist – with opportunities for wider sharing on a regional (upazilla level) basis very quarter. Select potential change agents for suitable gender training opportunities in the region.
  - 2.9.8 **Encourage field level learning from BRAC’s partners in non-WASH areas** (access to justice, violence against women, etc.) to strengthen staff capacity.
  - 2.9.9 **WASH team to read CFPR research** reports, programme proposal for second phase and reviews and reflect the lessons in implementation approach.
  - 2.9.10 **Hygiene promotion approach** to work with CFPR water and sanitation awareness raising plan (page 149, CFPR, Proposal 2007-20110 **to ensure convergence, efficiency of fund use and avoid duplication.**
  - 2.9.11 **WASH technical team to undertake following pieces of work,** ( assisted externally where necessary), building on sector experience to develop:
    - i. **An equitable cost-effective strategy** (Phase 1 to test different typologies and adjust strategy to reflect local conditions, systematic documentation to focus on equity and inclusion issues as well as behaviour change and use).
    - ii. Develop a phased **strategy and plan for water, sanitation and hygiene in secondary schools in WASH areas.** Ensure that this strategy factors in *institutional aspects* (key partners agencies, status of schools – government, private, religious, links with PEDPII particularly in joint schools, construction agency, etc.) together with pilots for testing menstrual hygiene and management designs.
    - iii. **A hygiene education strategy in secondary schools** Avoid burdening children with hygiene messages and ensure efficiency by commissioning a rapid review of all water, sanitation and hygiene related messages, use of media and disaggregated effectiveness in project upazilas (e.g. through school curriculum, through CFPR, other NGO programmes, UNICEF, other). Ensure that hardware and software aspects are balanced in menstrual hygiene messages and include awareness raising for boys in secondary schools.
  - iv. **Set up an appropriate technology working group** to respond to in a demand responsive manner to challenges from topography, soil, monsoons, poor water quality, cultural preferences, disability, gender, etc. Consider widening to include non-BRAC watsan sector agencies – starting with BRAC partners (NGO Forum, IDSL) but widening to ensure learning to include (Dishari, VERC, etc.)



### 3 Overall Programme Strategies

#### 3.1 Summary Findings & Conclusions

- 3.1.1 Programme Objectives are currently *input oriented* relying on WASH to *provide* hygiene, safe water and sanitary latrines to a specified numerical target in 150 upazillas.
- 3.1.2 Separate objectives detail i) hardware and hygiene inputs ii) hygiene promotion activities and iii) activities designed to ensure sustainability. Nowhere is the outcome of these interventions clearly stated. As such MIS and monitoring is automatically focussed on activities, rather than what the activities are *intended to deliver as results* – with the assumption that these will deliver the overall programme objective, if correctly carried out. However, without clarity on what the programme truly wants to achieve, there is a risk that activities are wrongly designed, targeted or ineffective.
- 3.1.3 Objectives are not linked to indicators and mechanisms for measuring achievement in an objectively verifiable manner. i.e. “sustainability” “gender” “safe” need to be defined together with clear indicators.
- 3.1.4 The Assumptions (Table 12.1) in the Proposal<sup>11</sup> need to be reviewed – some key assumptions are missing, while others actually specified are either weak or within the programme’s control and should not be in the Assumptions column.
- 3.1.5 The overriding risk that can jeopardise programme delivery is absent from the risk assessment<sup>12</sup> i.e. *Pressure from RNE to achieve WASH’s overly ambitious physical targets on hardware will undermine the programme’s focus on hygiene behaviour change and thereby severely compromise the equity and sustainability of investments*. This needs to be managed early on through a revamped logframe that defines *success in terms of behaviour change, equitable access and use* rather than numbers of tube wells, latrines or hygiene sessions *provided*.
- 3.1.6 Another key risk linked to cost recovery needs to be outlined in detail and managed. The cost recovery policy outlined in the programme document<sup>13</sup> presents considerable risks linked to the challenge of accurate targeting, the negative effects of subsidy for hardware on true demand and uptake, the sustainability of such hardware financing and most importantly the equity concerns linked to the proposed options for financing through micro-credit.

#### 3.2 Recommended Actions

- 3.2.1 Develop a simple logframe for WASH, defining objectives as *outputs or results* within which sustainability, inclusion and equity indicators are embedded. Define also the means of verification for measurement of

<sup>11</sup> Page 72, Table 12.1 Assumptions, in BRAC Water, Sanitation and hygiene Programme: Attaining the MDGF Targets on Water and Sanitation in Bangladesh, October 2005

<sup>12</sup> Ibid, page 73, Table 12.2: Risks Analysis

<sup>13</sup> Ibid, Page 40, Point 5.4.3 Cost Recovery, subsidies, cross-subsidies, revolving funds



achievement. Formulate assumptions after careful definition of outputs. Key Risks – linked to target driven approach, cost recovery issues, technology challenges in flood prone, char and saline areas, etc also need to be clearly stated with strategies to manage.

- 3.2.2 Review quantitative targets against qualitative measures of successes and revise downwards i.e. Public health benefits, improved livelihoods and quality of life are almost guaranteed if WASH is able to achieve 100% sanitation, consumption of clean drinking water and water safety plans for 85 to 90% of households in each community in a smaller number of upazillas (say 100) than if the programme covers 150 upazillas with hardware as per numbers defined in current approach. The critical determinants of hand washing with soap at critical times, consumption of clean drinking water from a safe source and safe disposal of adult and child excreta *together*, for a critical mass of households in a community (85% and over) translate into better health for the community as a whole.
- 3.2.3 The process is as important as the eventual logframe itself ....Lessons may be learnt from CFPR to organise a *facilitated* participatory logframe exercise with the entire WASH team, key stakeholders from BHP, BEP, BDP, CFPR, MIS, Monitoring, RED, Advocacy, etc. representation from BRAC field staff is critical to feed in lessons from the ground and ensure that results are simply worded, concrete and achievable. RNE Participation in the logframe process at critical points is highly desirable and strongly recommended so that both BRAC and RNE commit to the achievement of common objectives against which the programme will be assessed.
- 3.2.4 It is common wisdom that externally produced logframe are not meaningful for project teams. If the team is not fully involved in generating the logframe through the often painful, negotiated process that goes with all logframe development – no one will own it and it will not guide implementation or monitoring efforts. There is no substitute for this process – which must be undertaken followed by the internal facilitated development and ownership of an operational gender strategy. The box below gives an indication of suggested logframe headlines that can guide what WASH has stated it would like to achieve.



### **SUGGESTED OBJECTIVES FOR WASH**

1. Define the key results that will determine success against *achievable* quantitative targets.
2. Focus on use and behaviour change rather than provision of facilities, training and inputs. The latter are the means to the end – but the project cannot be judged on the quality of its activities ... rather it must be judged on achievement of outcomes – in this case *changes in critical hygiene behaviours, water consumption and safe excreta disposal for whole communities at scale.*
3. Embed key quality and equity dimensions within objectives and define all key terms (safe, sustainable, etc.)
4. Ensure integrated approach within results themselves so that water, sanitation and hygiene are viewed as interdependent, interconnected determinants of public health.

For example:

**Objective 1:** *x million people in 150 upazillas, especially poor women and girls and other marginalised groups, have access to and consume safe water and demonstrate the knowledge and capacity to maintain these sources adequately by end of project.*

**Objective 2:** *Whole communities (85 to 90% of households and individuals) in 150 upazillas adopt safe hygiene behaviours\* and sanitation practices\*\*, including the hard to reach groups such as the extreme poor, children and men.*

**Objective 3:** *Girls and Boys in x % of secondary school\*\*\* in the WASH programme area have access to and regularly use, adequate and appropriate facilities, which are maintained in a hygienic manner.*

**Objective 4:** *WASH contributes to sustainability efforts in the sector through innovative and cost-effective technical and managerial pilots involving local government authorities and communities, that are replicable and*

Glossary of key terms:

- Safe water: free from bacteriological and chemical contaminants as per national water quality standards. Access must be available 12 months of the year across the community.
- Safe hygiene behaviours: wash hands with soap and water after defecation, disposal of child faeces, before food preparation, serving food and eating
- Sanitation practices: all adults use and maintain of *sanitary* latrine (no smell and odour, clean with no excreta in surrounds, no flies; child faeces disposed properly in sanitary latrine) which follows safe siting (no environmental pollution due to unsafe proximity to water sources. No open defecation in the community. Safe disposal of wastewater and solid waste; appropriate washing, drying and disposal facilities for menstrual hygiene and management.
- Does target include all secondary schools i.e. government, private, madrasas? Facilities need to be planned against number of children by age and gender and linked to PEDPH school plans to ensure coordination and synergy of infrastructure investments.



## 4 Programme Red Threads and Guidelines

- 4.1 Programme RED THREADS. The Inception report sets out some red threads against which the success of WASH will be judged. These include:
- Hygiene and behaviour change
  - Integration of hygiene, sanitation and water
  - Effectiveness of technology
  - Reaching the poor and ultra-poor
  - Gender sensitivity
  - Sustainability
- 4.2 These are key determinants of the success of any water and sanitation programme in Bangladesh. However these need to be defined clearly and economically together with operational implications for each red thread. These must then be reflected across all the technical guidelines that have been prepared. These red threads are also currently either missing or insufficiently emphasized in the TOT and training manuals.

This section makes some recommendations against the guidelines already prepared for key programme components.

### A. Hygiene Behaviour change

- 4.3 Experience has shown that innovative approaches are needed to achieve behaviour change. Facilities that respond to what users really want and need have the best chance of being used, maintained and upgraded.
- 4.4 The Hygiene Promotion Guidelines sets out the key indicators on which the effectiveness of the programme can be judged (These specified under 7.0 Important hygiene issues in WASH programme). These may be used as important direct and proxy indicators that need to be captured up front in the programme logframe and description. This is critical because it is very likely that a traditional hygiene promotion mass campaign will not produce the same results across BRAC's 150 upazillas. Rather – this approach will have to be tailored and context specific across different typologies based on levels of knowledge and awareness, presence of other water sanitation interventions, water availability, etc. As such the activities will need to be designed accordingly.

### 4.5 Faecal-Oral Transmission Cycle<sup>14</sup>

- 4.5.1 It is important to recognize that it is the *use of latrines for safe excreta disposal* that reduces transmission and not the presence of the latrine itself. This will be an important distinction in challenging topographies where latrines are washed away repeatedly or where communities are only able to afford single direct lined pits for fixed spot defecation to start with – as is often the case in the Chittagong Hill Tracts. There are important equity issues around the provision of subsidized hardware to households classified as hard core poor in communities where this

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<sup>14</sup> Hygiene Promotion Guideline, WASH Programme



distinction is often quite academic. This is a reality that WASH will have to confront during implementation.

- 4.5.2 Additionally the international evidence on hand washing shows conclusively that it is a critical determinant of good health and that infrastructure should not precede but rather go hand in hand with hygiene promotion efforts. Additionally it is worth emphasizing that quantity of water (even poor quality water) is more important for disease prevention. Inadequate quantities of clean drinking water will not on its own stop disease transmission without the accompanying hand washing practices associated.
- 4.5.3 A recent study in Lancet vol 366, July 16, 2005 reports on the effect of hand-hygiene promotion on childhood infectious diseases in a low-income population in Karachi Pakistan. Field workers visited at least weekly to distribute free soap and educate households about hand washing. Control households were supplied with educational material for children that was unrelated to infectious disease prevention or hand hygiene. The study found the following:-

Soap and education decreased impetigo by 34%  
Diarrhoea by 53%  
Pneumonia by 50%.

Disease duration was shorter, thus probably reducing the duration of infectiousness for household contacts

Children were 56% less likely to consult a health-care practitioner for diarrhoea and 26% less likely to be hospitalised.

The overall incidence of respiratory diseases was markedly reduced

Average soap use was used as a surrogate marker and this increased three-fold. The water used for drinking and hand-washing in these communities is heavily contaminated with faecal organisms but hand cleansing with soap improves mothers' hand cleanliness even when contaminated water is used or hands are dried on clothing!

Seven intervention studies, six case-control, two cross-sectional, and two cohort studies were located from electronic databases, hand searching, and the authors' collections. The pooled relative risk of diarrhoeal disease associated with not washing hands from the intervention trials was 1.88 (95% CI 1.31–2.68), implying that hand washing could reduce diarrhoea risk by 47%. When all studies, when only those of high quality, and when only those studies specifically mentioning soap were pooled, risk reduction ranged from 42–44%. The risks of severe intestinal infections and of shigellosis were associated with reductions of 48% and 59%, respectively. In the absence of adequate mortality studies, we extrapolate the potential number of diarrhoea deaths that could be averted by hand washing at about a million (1.1 million, lower estimate 0.5 million, upper estimate 1.4 million). **On current evidence, washing hands with soap can reduce the risk of diarrhoeal diseases by 42–47% and interventions to promote hand washing might save a million lives.**<sup>15</sup>

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<sup>15</sup> Effect of washing hands with soap on diarrhoea risk in the community: a systematic review



#### 4.6 Key issues for WASH's approach and focus

- 4.6.1 Communities and especially women and children have been bombarded with hygiene messages over the past three decades. The challenge lies not in ensuring high recall of 10 messages but rather 100% practise of the 3 or 4 critical messages that will ensure good health. Additionally a focus on activities intended to raise awareness will not necessarily lead to behaviour change at scale.

### HIGH RECALL ≠ PRACTISE

In a focus group discussion conducted by the mission in x community in Bogra – 100 per cent of women, children and men interviewed could recite the desired hygiene and sanitation behaviours by heart, demonstrate perfectly “good” hand washing practices and explain the links with good health. When probed further on the actual practice - whether everyone practices these all the time, who does not practice, why not? It became clear that **there is a huge gap between knowledge, intent to practice and actual practice.**

The reasons are many:

1. *Adult men and women spend most of their time working – in fields, markets, etc where there are no facilities – particularly for women*
2. *Soap is not widely available outside the home*
3. *According to the men – women can recite the messages but forget to practice*
4. *The men admitted that they did not always bother*
5. *Women demonstrated the less than hygienic manner in which infant faeces were scooped up and thrown on a rubbish heap and hands wiped on a sari*
6. *School Children have to ask the school teacher for soap, so they often do not wash with soap.*
7. *Girls are made to sweep the classroom and premises – as they are not considered tall or bold enough to take on more leadership oriented tasks.*



- 4.6.2 Currently discussions with project staff reveal that WASH intends to follow a more or less sequential approach with an emphasis on coverage ( physical construction of facilities), followed by hygiene promotion inputs to ensure that these facilities are used and maintained. There is a lack of clarity on the exact sequence of interventions where for example there is high coverage already as in Bogra ( 90 to 100 % coverage in many communities) but where such latrines are unsanitary due to broken goosenecks or where tube well platforms are unsanitary – with broken aprons, poor drainage, etc.
- 4.6.3 Lessons from water sanitation projects regionally and internationally have emphasized the importance of an integrated approach but with an inherent hierarchy of key practices required for better health. These are:
  - i. Awareness of key hygiene behaviours
  - ii. Adequate water for washing and hygiene
  - iii. Safe disposal of human excreta and urine
  - iv. Consumption of safe drinking water

4.6.4 The studies below illustrate these key points.

4.6.4.1 Data collected in the late 1980s from eight countries in Sub-Saharan Africa (Burundi, Ghana, Togo, and Uganda), Asia/North Africa (Sri Lanka and Morocco), and the Americas (Bolivia and Guatemala) were combined and analyzed to test whether incremental **health** effects regarding diarrhea and nutritional status result from incremental improvements in water and sanitation conditions. Optimal (i.e., on the premises) and intermediate (improved **public** water) water supplies were compared with unimproved water conditions. Optimal (flush toilets or water-seal latrines) and intermediate (latrines) sanitation levels were compared with unimproved sanitation. Improvements in sanitation resulted in less diarrhea and in taller and heavier children with each of the three levels of water supply. Incremental benefits in sanitation were associated with less diarrhea and with additional increases in the weights and heights of children. The effects of improved sanitation were greater among urban dwellers than among rural dwellers. **Health benefits from improved water were less pronounced than those for sanitation. Benefits from improved water occurred only when sanitation was improved and only when optimal water was present.**<sup>16</sup>

#### 4.7 Reaching the poor and ultra-poor

4.7.1 Poverty remains a key challenge in effectively reaching the ultra poor. Where awareness must be matched with facilities to translate knowledge into practise affordability becomes a key factor in adoption of hygiene behaviours. BRAC has proven experience in selecting the ultra poor and in effectively from amongst the general poor. Given that this is one of the most difficult challenges in pro-poor service delivery, BRAC is at a considerable advantage if it is able to learn lessons from CFPR

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<sup>16</sup> Water, Waste, and Well-Being: A Multicountry Study , Steven A. Esrey, UNICEF



and successfully extrapolate this experience into WASH. The criteria that worked for CFPR (*less than 10 decimals of own land including homestead; No adult male earner in household; school-age children working; women of the household working outside the household; No productive assets, etc.*<sup>17</sup>) are key indicators that may be utilised at the time of social mapping itself to ensure access and inclusion at the time of facilities planning and in ensuring equity in cost recovery policies. The excerpts below from BRAC's own experience show that while poverty is a key determinant factor influencing sanitation investments, a reduction in poverty also directly correlates with improved sanitation and hygiene behaviour.

#### Poverty and its Correlation with Sanitation/Hygiene Behaviour

A study of 3,497 households in 17 unions under BRAC's pilot sanitary latrine programme found that 1,066 had no sanitary latrines of their own. The primary reason given by these households was their inability to afford a latrine, 18% were sharing a latrine and 2 % owned a latrine which was broken or out of service.

Sanitation Coverage in Pilot Unions, BHP-BRAC, March 2007

Of the 734 STUP households sampled, 87% were using sanitary latrines – a marked yearly increase from the 23 % in the RED baseline survey.

Assessment on Essential health Care Services, CFPR, Monitoring department, BRAC, January, 2007

In terms of sanitation, the sample STUP households show strong improvements – use of tubewell water for cooking and drinking and even greater improvements than non-beneficiaries for latrine usage where the majority of the population now has and uses latrines.

Impact assessment of CFPR/TUP: A descriptive Analysis based on 2002-2005 data  
Working paper Series No 12, RED

- 4.8 A key area that requires considerable analysis and further work in order to ensure that WASH is equitable in its approach is the **Cost Recovery Policy**. The following issues are raised here for further analysis and consideration primarily from *an equity perspective*:

- 4.8.1 The GOB's subsidy policy has been proven to be inequitable in its reach and targeting on several counts (large numbers of hard core poor, inaccuracy of targeting, inequities within communities leading to delays in uptake and adoption, poor ownership of hardware handed out, unutilised rings and slabs, etc.). In line with government thinking on subsidies to increase coverage, WASH allocates a sum of TK 1000 for hard core poor families for rings and slabs based on the premise that the latrine cost will be 1500. This is unfortunate. Rather than following official national policy on all counts, a large and influential NGO such as BRAC is well-positioned to **challenge GoB**

<sup>17</sup> CFPR Working Paper, Series No 1, Stories of targeting: Process Documentation of Selecting the Ultra Poor for CFPR/TUP Programme, November 2006



- approaches and policy in some key areas ( such as this one),** in order to ensure a holistic, equitable approach.
- 4.8.2 The above approach **negates the learning nationally and from the region** *on the crucial step of creating true demand for facilities before construction in order to ensure correct and continued use.* Although WASH plans to grant this amount only as a reimbursement it is hard to see how this will play out once the programme gains momentum and communities know how it operates. Additionally, WASH threatens to negate the efforts of several other large programmes ( UNICEF-DPHE, ASEH – CLTS, Dishari) that are fighting hard to **manage subsidies in a rational manner.**
- 4.8.3 There is a **lack of clarity on the modalities of the revolving fund**<sup>18</sup> that will be set up with community money used to repay WASH subsidies and insufficient exploration of the equity issues linked to this. Much more detailed work is required on the exact nature of the revolving fund, community contributions to this, ownership of the growing fund, BRAC's role and management fees and the extent of autonomy enjoyed by the community in utilising this fund for local development purposes. *For an excellent example of evolution of such revolving funds it is recommended that BRAC discuss the structure of cost recovery and revolving funds with DSK and WaterAid under the ASEH project and recommend similar principles of equity and transparency and accountability to the community under WASH.*
- 4.8.4 This is also true in the case of Deep Tube wells where micro-credit loans will be extended to a user group which is treated as homogenous in terms of ability to pay back. There is a real **danger in linking micro-credit to water and sanitation hardware**, as while this may solve the problem of access to facilities – it creates an additional debt for poor and already indebted families, which may drive some deeper into a vicious cycle of poverty. Additionally reviews of microfinance programmes in Bangladesh( including BRAC) reveal that by and large Credit programmes take an instrumental view of women seeing them as easier to work with, more serious about repaying loans and making better use of the money ( their families benefit more than if men took the credit). This influences how field staff view women, deal with them and how NGOs respond to their needs...<sup>19</sup>
- 4.8.5 The **ability of traditional micro-finance to reach and benefit the ultra poor** has been challenged. BRAC has responded to this challenge through its CFPR-TUP programme that specifically targets those below the creditworthy layer of BRAC's traditional lending. Under WASH however, it is unclear how microfinance will reach or benefit the poorest. Studies on the ultra poor have revealed that three quarters of the hard core poor had never received social development services, e.g. health and education, as these were offered through structures which deliver micro-credit.<sup>20</sup> Even interest free loans are not without the inherent challenges in accurate targeting and the risk of additionally burdening the already vulnerable. *In principle – more effort needs to be made to enable people to build what they can afford, by offering a range of low-cost technology options, rather than provide credit so that can buy rings and slabs that they actually cannot afford.*

<sup>18</sup> Page 40, BRAC-WASH Programme document, October 2005

<sup>19</sup> Impact of Big NGOs, Verulam Associates, June 2005

<sup>20</sup> Rahman and razzaque, 2000; Matin and Halder, 2004 – in study of Big NGOs: Verulam Associates, June 2005



- 4.8.6 There is an **ethical issue around the levying of interest** on what is essentially grant money to poor communities. If communities pay interest on these loans the revolving fund constituted from this amount must be owned, operated and managed by the contributing community for repairs and replacement of assets as well as its own wider development agenda.
- 4.8.7 **Piped water systems are notoriously inequitable** in their operation. The principle of cross-subsidy is good, but given that these systems make the most sense when all other low-cost systems have failed, i.e. primarily in arsenic affected areas, there is a need to review the rationale, selection process and design of these systems carefully with equity as a primary principle.
- 4.8.8 **The revolving fund for Micro-enterprise development.**<sup>21</sup> The mission visited one such enterprise in Bogra district – which was ostensibly made to a woman entrepreneur. The woman in question was only the signatory on the loan papers, while her husband actually ran, managed the business and the accounts and she had no knowledge of the entire transaction beyond the signature at all. While potentially a powerful seed for enterprise development and livelihoods for the vulnerable, careful selection together with capacity development will be needed to ensure that vulnerable groups actually benefit from this fund.
- 4.8.9 **The revolving fund for Poor Families** WASH intends to hand the management of this fund over to the micro-finance programme. The Consultant strongly recommends a separation between all WASH financing of activities and BDP. This is also alluded to by the System audit undertaken in October 2006.<sup>22</sup> The reasons for this are as follows: i) Traditional micro-credit programmes do not reach the ultra poor ( BRAC CFPR reports and all reports on microfinance in the region) who are most in need of help in order to afford facilities; Additionally WASH covers BRAC members as well as non-members – with no comparative advantage for management by BRAC's mainstream microfinance network ii) Making credit available for facilities, particularly for the poorest, negates the key principles of a demand responsive approach based on users needs and affordability will help poor people to choose from a range of technology options that are within their reach iii) the mix of funding sources ( WASH and BRAC micro-finance) will complicate transparency and accountability of WASH to poor communities in long run and make handing over of management of community generated funds linked to WASH more complicated.

## 4.9 School-WASH

This guideline<sup>23</sup> is very detailed and contains useful baseline questions that will help determine better the design of appropriate school sanitation interventions. Since this area is new for WASH and BRAC the following actions are recommended:-

<sup>21</sup> Page 42, Programme Document, WASH

<sup>22</sup> Programme Management Structure and Fund management, Recommendations, System Audit of WASH, may 1 to 31 October, 2006

<sup>23</sup> Guideline for School-WASH



- 4.9.1 Formulate a detailed school environmental sanitation strategy that focuses equally on the enabling factors (well-maintained, adequate and appropriate facilities to ensure regular use) and awareness bearing in mind that hygiene is already a part of the curriculum – although there is insufficient clarity on the key risk practices. This strategy should be wary of overburdening children with messages or with physical labour in the maintenance of new facilities constructed by the programme. Rather clarity on the minimum indicators of achievement to guarantee improved health together with mechanisms for maintenance that respect child rights ( particular looking at the safety and dignity of adolescent girls and boys) when designing child to parent or child to child approaches.
- 4.9.2 This mission questions the selection criteria<sup>24</sup> for prioritizing which schools WASH will work in first. These criteria are hardware driven and also highly inequitable (e.g. higher teacher attendance and lower drop-out rates). Rather WASH must mirror its whole community approach in schools by ensuring that the school is seen as an integral link to communities and cover community by community ( either by its own efforts or government and other sector agencies) leaving no stone unturned to ensure that children avail of adequate facilities in school and at home.
- 4.9.3 The strategy suggested above – must detail geographical phasing, agencies that WASH will work with and the modalities of this collaboration, particularly PEDPII, Department of Education, School Committees, etc. The Consultant is of the opinion that WASH should proceed slowly with its school sanitation programme as hardware designs need to be tested and piloted before scaling up – i.e. the School's programme needs to be carefully designed and must proceed more cautiously than work at the household level in communities where BRAC has several competencies and networks that it can leverage. At the same time, close engagement with PEDPII and UNICEF, WaterAid is recommended as these agencies are closely engaged with sanitation in primary schools including the 8-11 cohort specified in WASH's programme outline.
- 4.9.4 Infrastructure design must emphasize the lessons learnt in the region on:
  - 4.9.4.1 **Adequate water for washing** (not necessarily of drinking water quality) **close to urinals and toilets, adequate and easy to clean and maintain. Drinking water must be regularly tested for bacteriological** and annually for chemical contamination. Water taps instead of ladles fused to containers, raised stands for placing drinking water containers. **Soap available freely near washing points** (not guarded by teacher or caretaker, budgets for soap separately earmarked by school committees. Motto of “**clean after own use**” together with provision for paid thorough external cleaning of sanitation blocks on a regular basis to ensure post project sustainability.
  - 4.9.4.2 **Monitoring parameters must be established in consultation with school authorities at the time of design and construction.** These include definition of what constitutes a “safe drinking water point”, “hygienic facilities” “good hygiene behaviour” etc. Ambiguity around the use of these terms burdens implementers and children

<sup>24</sup> Page 5, Guideline for School WASH



alike and also results in misdirected emphasis and wasteful expenditure.

- 4.9.4.3 The most important lessons learnt is that many of the challenges around water and sanitation facilities and hygiene behaviour are of an institutional nature and cannot be delinked from the overall school system ... watsan agencies are essentially facilitators and contractors, **but ultimately the responsibility for ongoing maintenance and up gradation needs to be borne by the Education department together with school management committees.** Given the fragmentation of responsibility around design and construction, it is essential that WASH works closely with school authorities, the department of secondary education and PEDPII to ensure that resources are utilised wisely where there is most need in a sensitive manner together with systems in place to ensure maintenance in the long term.
- 4.9.4.4 **Separate, well-located** (safe, airy and well-lit but far away from boys' facility) **sanitation blocks for girls.**
- 4.9.4.5 It is pointless to teach girls about **menstrual hygiene if facilities do not provide for washing and drying and disposal**— together with a separate room where possible for changing and rest. Disposal of used cloths, pads and panties are an inherent part of design.
- 4.9.4.6 The software element must include **counselling on menstrual hygiene and management** and “someone “that adolescent girls feel they could talk to. During the focus group discussions held by the Mission in Bogra .....*adolescent girls expressed satisfaction in schools where they had no facilities but an empathetic teacher who helped them out during their menstrual cycle, allowed them to use the lady teacher's common room and was sympathetic when they had cramps*, etc. The converse was heard in mixed schools with *toilets*, but with a low ratio of female to male teachers, where girls reported staying at home for 3 to 4 days of the month i.e. on days of heavy discharge.
- 4.9.4.7 WASH has the unique opportunity of making a difference in secondary schools which have been hitherto neglected with most resources flowing to primary schools. While accounting for gender needs it is important that **basic design adjustments to sanitation blocks for male and female children ensure access to disabled children.** It is suggested that these designs be developed following a rapid assessment on a limited sample basis on the incidence and type of disability, most commonly encountered hindrances to use of facilities and suggestions by users on simple design adjustments to enable access. Piloting these designs followed by satisfaction surveys and scaling up would be a significant contribution to the sector.

## 5.0 Enabling Practise

**5.1 Gender and Inclusion** must be treated as separate technical topics in the TOT and Training material, but also need to be **mainstreamed**



**across the materials.** This is even more important in traditionally hard, technology focussed areas – *to ensure that hardware is not separated from the people it is being designed and constructed for.* Thus for example Gender is absent from the “criteria for Acceptability of Sanitation technology” One way of helping project staff is by avoiding the use of euphemisms entirely i.e. “*women user friendly sanitation technology*”<sup>25</sup> or statements that interpret gender as both men and women equally, when this is rarely the case i.e. *Both men and women should take part in cleaning the latrine*<sup>26</sup>. This is not helpful as it ignores the ground reality (i.e. women have primary responsibility for cleaning) and also does not guide project staff sufficiently – just telling people will not produce the required change. Rather innovative, non-threatening methods and messages are required to correct this imbalance many of which will have to be directed towards men and opinion leaders.

**5.2 WASH project staff would benefit from a series of thematic events on equity and inclusion.** Gender analysis across some of the documentation often misses the underlying deep-rooted causes of gender inequity and in most cases supposes that WASH’s commitment to gender equality and good intentions is enough to bring about a change. Without a solid understanding of the various factors leading to gender inequality and lack of women’s voice, strategies and activities risk being poorly designed and ineffective. The section on Constraints in Women Participation<sup>27</sup> is an example of an erroneous gender analysis that misses the key issues. A community managed infrastructure project in Bangladesh, Local partnerships for Local Poverty Alleviation illustrates that women are not homogenous in their access to information, skills or dependence on their partners. Given the right approach even such women – who look to their husbands for investment decisions – take the lead on decisions that affect their lives.

<sup>25</sup> gender Issues in sanitation, Guidelines for low-cost sanitation technology -WASH

<sup>26</sup> Ibid, page 14 – Sanitation messages

<sup>27</sup> Page 14, gender Issues in sanitation, Guideline for Low-cost Sanitation Technology



### *Addressing women's strategic needs in an urban infrastructure project in Bangladesh*

The UNDP managed Local partnerships for poverty alleviation project in Bangladesh<sup>1</sup> explicitly addresses practical gender needs around improved services and income that improve the "condition" of the poor including women. Conceptually and operationally, LPUPAP did not focus on strategic gender needs. Despite this, the Poverty Impact Assessment found several interesting examples and undocumented innovations and gains, both planned and unplanned, that need to be systematically capitalised on in the next phase. These include:

#### ⇒ **Practical Gender Needs**

- 92 % of savings groups are *women-only* groups which also manage the bulk of project funds under the Community Development Fund (CDF) and non-project funds mobilised by the community through their savings activity.
- Improved access to water supply has substantially reduced collection and storage time by over an hour a day for women and girls
- Women and Men reported a decrease in waterborne diseases and medical expenditure and referred to time and money saved as a result of better health due to the improved environment
- Young male and female beneficiaries of the apprenticeship programme obtain gainful employment. They were extremely positive about the direct benefits from increased earnings that enabled them to pay off loans, buy food and clothes for children etc.
- Women were emphatic that the savings activities provided them with a safety net that they could fall back on in emergencies – for loans without being exploited by external NGOs.

#### ⇒ **Strategic Gender Needs**

- These have been addressed positively through leadership and management roles for women and girls, increased mobility, voice and community status across community mobilisation processes whether they be group formation and leadership, community contracting, managing savings accounts, loans or PAF selection
- Community contracting processes and quality control are signed off by women elected by the community groups.
- Several CDC leaders pointed to increased political participation and representation for women at community and cluster level.
- Unmarried adolescent<sup>1</sup> girls elected as CDC leaders are seen as role models in the community and speak of increased self-confidence and voice.
- Women and Girls who travelled far away for apprentices and jobs report increased understanding and respect from men folk in the household and community.
- Women talk of increased earnings from entrepreneurial activities and jobs contributing to their self-esteem, confidence and negotiating power.
- Women and girls speak of increased mobility and safety due to improved infrastructure (toilets, roads, lighting). Additionally many female PAF beneficiaries travel into the main town and far from their slum for training or work.
- There is clearly potential to do more – adolescents, gender parity in staffing and beneficiary identification, raising awareness around the sharing of burdens, analysis of gender impact as a result of project, etc.

Poverty Impact Assessment, LPUPAP, January, 2006  
Patkar, A, Islam, R and Mustafa, S.

### **5.3 Specific suggestions for the training material include -Undertake a scan of all modules and handouts with a poverty, inclusion and equity**



**lens.** Give specific examples of **why** (this has been done in some cases<sup>28</sup>, but many more concrete examples are required) these issues are important in the context of the 150 upazillas under WASH giving examples of difference (age, disability, gender, ethnicity, location, etc.) linked to different hygiene practices in the various contexts under the project.

#### **5.4 To address the *How* the following steps are needed:**

**5.4.1** Undertake a rapid Assessment against the different typologies under the first 50 upazillas (coastal, hilly, water logged, peri-urban, conservative/traditional, politically important, char, etc.). Identify main inequities, exclusion issues together with causes. This task is non-sectoral in nature and must go beyond water and sanitation, ideally it needs to be conducted by a mix of Dhaka based and field based WASH and non-WASH (CFPR, BDP, BEP, BHP) staff. This may be done in an ongoing and phased manner, so as to avoid overloading staff in phase 1.

**5.4.2** Tailor existing activities to address the particular socio-cultural practices and preferences in each typology (It should be possible to classify the first 50 upazillas into a total of 5 or 6 typologies). Spell out clearly key gender and exclusion issues including specific sector related constraints such as seasonal water scarcity, increased urbanisation – lack of space for latrines, reticence of WASH staff/local government to discuss menstrual hygiene and management, poor analytical capacity of field level supervisory and monitoring staff, etc.

**5.4.3** Define clear objectives for the first phase on inclusion, gender and sustainability for phase 1 (next 18 months) measurable indicators. Robust monitoring of these is essential for correction in the second phase. The second phase can introduce some more challenging and strategic areas and the third phase must collate key lessons and emerging areas for dissemination and advocacy purposes.

**5.4.4** A three-pronged approach is required to facilitate what is often difficult and unrewarding work on gender and inclusion. 1) Specific designated agents together with earmarked budgets, to lead the change across the WASH programme supported by senior management and key stakeholders outside BRAC from HR, advocacy and key programmes. Mainstreaming without dedicated resources is like a rudderless ship. 2) Clear communication internally about WASH commitment to this agenda through -TORs for all WASH staff must specify gender, inclusion and equity as a non-negotiable principle that is the bottom-line of WASH – if the most vulnerable and the poorest do not benefit together with disproportionate benefits for women and girls – then WASH will not be considered a success no matter how many latrines are built or water points repaired and constructed. Performance and initiative on this agenda should be linked to recognition and reward internally as in many cases – this will be an additional mandate for staff. 3) The entire monitoring system must reflect this focus on use, inclusion, affordable access for the most vulnerable and the more strategic needs of voice and empowerment. All WASH approaches must be in consonance with this commitment. *Thus it is not possible to commit to gender and empowerment*

<sup>28</sup> For example in the WASH Training Module , Session 25: WASH and GENDER – focuses primarily on the Why.



*without a parallel strategy on cost-recovery that is truly empowering and that aims to transfer voice and decision-making including financial control to the poor women whose savings make up the revolving fund.*

## **6 Monitoring Results**

**6.1 WASH** has prepared a lengthy list of monitoring indicators – SMART and gender sensitive monitoring indicators. This mission recommends simplifying these (18 pages of tables) into the key indicators that will determine programme success together with means of verification and process monitoring for quality and inclusion of processes, etc.

**6.2** This section summarizes key Recommendations on the What, How and by Whom. It is recommended however that this be finalised as part 2 of a logframe workshop that is linked to preparation of an M&E plan in a collaborative workshop with MIS, Monitoring and RED. The current modus operandi of generating indicators and data on the basis of lists submitted by WASH management to the Monitoring department will result in masses of data production much of which is descriptive on inputs/expenditure and process but will yield little on effectiveness and behavioural outcomes.

### **6.3 What to Monitor**

The overall programmatic success of WASH should be measured against the following criteria:

#### **6.3.1 In communities at the household level:**

- 1. 90% or more of households in each community in WASH project upazillas, *safely* dispose of human excreta (adult, child, infant)**
- 2. Households have year –round access to adequate water for washing and bathing and children, men and women in 100% of households, wash their hands with soap and water after defecation, after disposal of infant/child faeces, before food preparation, serving and eating.**
- 3. Children, women and men drink water that is *safe* for consumption and that is conveniently located and reliable in its supply.**

#### **6.3.2 In Schools in WASH areas:**

- **Children, especially adolescent girls in <sup>29</sup> secondary schools (specify status – government/non-government/all?) in x number of WASH upazillas have**

<sup>29</sup> This Mission believes that a realistic target needs to be set as 100 % of secondary schools in 150 upazillas is practically impossible to achieve with the underlying principles of quality, equity and inclusion.



**access to and utilise adequate, appropriate and safe water and sanitation facilities** (*designed and executed in collaboration with the overall school plan in joint schools which have both primary and secondary*).

- 6.3.3** An associated measure of success will be **WASH's influence on partners and local and national government through a combination of innovative strategies, sensitive approaches and scientific documentation and analysis that contribute to poverty reduction in Bangladesh by ensuring that the benefits of development accrue to the most vulnerable and marginalised, especially women, poor men, girls and boys and children..**

**Some examples of areas where WASH can contribute to sector efforts include:**

- 6.3.3.1** *Models for sanitation blocks in secondary schools*, piloted, tested and improved based on feedback from students, teachers and parents, prototypes with guidelines available for scaling up.
- 6.3.3.2** *Equitable cost recovery* policy for piped water supply – based on *differentiated ability to pay*- implemented, documented and lessons learnt and disseminated.
- 6.3.3.3** *Enhanced community voice through handover of revolving fund* to WASH communities, successively piloted in phased manner with systems in place for capacity building of community members, especially women, transparency and accountability and mechanisms for community decision-making around use of these revolving funds for sustainability of sanitation investments, wider environmental sanitation improvements.
- 6.3.3.4** *Water for livelihoods* as an important area of project activities – particularly where abundant, poor quality water can be harnessed for productive purposes, leading to enhanced incomes for women and adolescent girls.
- 6.3.3.5** Expansion of the concept of public health through water, sanitation and hygiene services to *cover health centres, clinics and sub-centres, hospitals, markets, government buildings, religious establishments and work sites through cost-effective, user-friendly facilities that are self-sustaining.*<sup>30</sup>

## **6.4 Key Monitoring Indicators for WASH**

Critical associated and enabling conditions to be ensured during programme delivery include:

- 6.4.1 Year-round adequate water for washing** as women cut back on washing and bathing during times of water scarcity. This water does not have to be of potable quality. Emphasize the use of different sources for different uses i.e. Arsenic affected water is safe for bathing, washing utensils, cleaning, etc. Pond water is unsafe for washing fruits or cooking but in times of scarcity it is better to wash hands with plenty of pond water and soap than to use inadequate water for washing after defecation.

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<sup>30</sup> Some initial work is already available through VERC under WaterAid's ASEH project in rural Bangladesh.  
Final Report: *Ensuring Equity & Inclusion in WASH*  
Archana Patkar/20.06.07



- 6.4.2 **Location of drinking water source and washing source** – convenience, reliability, ease of maintenance – 1 km in the plain land upazillas is very different from 1 km in hilly topography such as CHT.
- 6.4.3 **Location and design of household and community sanitation facilities** in consultation with women and adolescent girls to ensure safety, privacy, convenience and ease of maintenance.
- 6.4.4 **Availability of affordable agent - soap** together with awareness of importance of using soap (no promotion of ash or mud as agent in keeping with overall sectoral evolution and consensus on this issue). Where soap is just not available – rubbing with an agent such as ash should be considered a substitute in the absence of soap. Mud is not acceptable at all as it contains contaminants.
- 6.4.5 **Proper siting of latrines, wastewater and solid waste disposal** to prevent pollution of water sources
- 6.4.6 **Channelling of water from latrines and kitchens** for safe disposal, productive purposes such as kitchen gardens
- 6.4.7 **Recognition of women and girls as primary water and sanitation managers** – reflected and systematically measured in increased and disproportionate influence in decision-making, renegotiation of cleaning and maintenance burdens for more equitable sharing by men, increased reflection of adolescent girls needs and demands in design of infrastructure, consideration of water for livelihoods – especially home-based/artisanal work and first preference to women and adolescent girls/boys for project generated livelihood options
- 6.4.8 **Costing poor women's and men's time** – participation in hygiene promotion programmes and related activities. Ensuring that these are demand responsive, economical in their time-use and continually assessed for effectiveness and impact.
- 6.4.9 **Shifting the disproportionate targeting of women with hygiene messages to men and opinion leaders** (this is already planned for in the Inception report and guideline). Overall a shift from hygiene promotion meetings and sessions to more community led participatory monitoring of changes in behaviour across the community utilising the PRA maps as a baseline ( for good and practices) for local ownership of results. The message that only if all members of all households practise key hygiene behaviours all the time -- will water and sanitation related disease disappear – needs to be understood, accepted and owned by the community so that monitoring is not externally driven.
- 6.4.10 **Utilising PRA and maps generated to depict living communities with current hygiene practices (bad or good depicted)** – this can act as a visual baseline that the community commits to changing in a phased manner i.e.; i) hygiene behaviour and eradication of open defecation ii) adequate, well-maintained sanitary facilities for all iii) clean drinking water – repairs/up gradation and environmental health awareness iii) drainage/solid waste – ponds, water for livelihoods, etc.
- 6.4.11 **Environmental sanitation** practices are critical for maintaining safe water sources through proper channelling and disposal of wastewater and solid waste and cannot be seen in isolation from any work on gender as women and children suffer disproportionately from poor living environments.



## Annex 1 Terms of Reference

### SCOPE OF WORK

A. Assessment of the existing policy, programs and practices & formulation of gender strategy with a time frame for WASH. The Consultant will review the Government's policy and relevant documents of BRAC's on Gender WATSAN issues to identify the gaps between these documents according to the following questions:

6. To what degree does the WASH programme address overall needs and priorities of the gender sensitive water, sanitation and hygiene Program for Bangladesh?
7. How does the programme fit into the gender policies/strategies and objectives of the both Netherlands Development Co-operation and BRAC?
8. Does the program complement the National WATSAN policy and its gender implications?
9. Does the programme build on BRAC's existing capacity and experiences and in what fields does BRAC's capacity need to be strengthened to ensure gender responsive WASH programme?
10. How does the program establish linkage with other social development projects of BRAC as well as with other water and sanitation projects run by GoB and NGOs?

B. The consultant will work with designated BRAC staff to develop operational guidelines to integrate gender strategy into WASH and to prepare an action plan for the entire project period. In addition to this, specific direction for short term activities needs to be developed to address the strategy. The Action Plan will be reviewed and revised at the end of the first year of the project.

C. The consultant will map the expected gender impact of all project components (e.g. the engineering, institutional strengthening, financial, community development and health components of a WSS project) as well as resources (project manage unit, project personnel, training, procurement) needed to implement the gender strategies.

D. The consultant will develop gender-sensitive indicators for monitoring the project output within program frame work including a plan of monitoring.

E. The consultant will develop a plan for capacity building of various stakeholders especially for poor women to participate in committees of WASH.

**Output:** The report will include :

- **(Unclear) Suggest : Key guiding principles for WASH**
- An operational guideline and action plan of suggested strategies prepared jointly with key WASH stakeholders.
- A Monitoring & Evaluation guideline that includes indicators, tools and frequency of assessment (monitoring plan). ( This should not be a separate M&E plan for gender – but rather part of an integrated M&E plan with a focus on gender)

#### 1.1. Methodology

- Review available information (e.g. WASH Project Proposal, BRAC gender policy, gender analysis in project design, Gender balance Project management team, and documents of previous donor-funded WSS projects) on the Water, Sanitation Hygiene services in the project area and the socioeconomic profile of the target population.
- Review the relevant Govt. WATSAN policy, WATSAN Strategy and institutional framework (e.g., current administrative system for water supply services, National Water Policy,



National Water management Plan, PRSP Policy Matrix on Water and Sanitation, Gender Equity Strategy and Action Plan of LEGD etc.) and their gender implications.

- Review gender strategies in other major WATSAN projects in Bangladesh.
- Interviews with relevant personnel.
- Focus group discussion with the target population especially poor women and disadvantage group to identify the WSS practices, constraints, and needs as well as ways of sustainability and ownership.
- Focus group discussion with school girls and teachers in both individual and mixed group.
- Interview with major stakeholder groups at local level like DPHE, School management Committee, WATSAN committees etc to identify their stake.
- Interview with Field level staff of WASH project.
- Household visits to check the practices of the target population. ( Does WASH have a baseline – these visits can be a reality check on the baseline – but the timeframe is inadequate for a full-fledged survey)

#### **Presentation and Discussion:**

A presentation will be given on the document to be prepared on the basis of the desk review and field study by the consultant. A discussion will make on the presentation with BRAC management and WASH program personnel and the strategy will be developed.

#### **Submission of Report:**

1. The consultant will make presentation on the draft report. After discussion with BRAC management and WASH program personnel the draft report will be finalized. First draft of the document will be submitted within 1-week of presentation.
2. Second draft will be submitted after reviewing the 1<sup>st</sup> draft of documents by BRAC and RNE and after the presentation and discussion.
3. Final draft will be submitted within 2 weeks after submission of 2<sup>nd</sup> draft.

#### **Duration:**

The consultation service will take place in Bangladesh for 2 weeks for field work and 2<sup>nd</sup> draft finalization. The tentative period can be started from February 2007 and final report should be prepared by March 2007.



## Annex 2 Persons Met

### Persons met at BRAC Center, Dhaka

Sl. no	Name	Designation	Programme	Dept.
1.	Dr. M.R Chowdhury	Deputy Executive Director	BRAC	
2.	Mr. Faruque Ahmed	Director	BRAC Health Program	
3	Mr. Milan Kanti Braua	Program Head	WASH	BRAC Health Program
4	Ms. Rabeya Yasmin	Programme Coordinator	CFPR	BRAC Development Program(BDP)
5	Mr. Monowar Hossain Khandaker	Program Manager		BRAC Education Program
6	Dr. Ariful Alam	Program Manager	Training Unit	BHP
7	Dr. Nasima Akter ,	Research Fellow		RED
8	Mr. Rezaul Karim	Sr. Regional Manager	WASH	BHP
9	Mr. Alamgir Hossain	Sr. Regional Manager	WASH	BHP
10	Ms. Tanzeba Ambereen Huq	Sr. Sector Specialist	WASH	BHP
11	Sharmin Ubaid	Gender Specialist	WASH	BHP
12	Mr. Shah Noor Mahmud	Training Specialist	WASH	BHP
13	Mr. Sukhendra Kumar Sarker	Director	BRAC Monitoring Department	
14	Sadekul Islam Khan	Sr. Staff Analyst	BRAC Monitoring Department	
15	Ms Shipa Hafiza	Director	Human Resource (HR)	
16	Mr. Habib	Program Coordinator	SHarE Unit	HR
17	Ms Khadiza Lina	Manager	SHarE Unit	HR

### Persons Met in Dhaka ( Outside BRAC)

No	Name	Designation	Organisations
1	Jane Crowder	Infrastructure Adviser	DFID
2	Paul Edwards	Chief-WES	UNICEF
3	Haider with Dishari Team	Head of watsan	PLAN International
4	Sabur	Country Director	WaterAid
5	Rokeya Ahmed	Poverty & Equity Adviser	WaterAid
6	Niels Veenis	First Secretary, Infrastructure	Royal Netherlands Embassy
7.	Angele van der Heijden	First Secretary Governance & Gender	Royal Netherlands Embassy

### Field visit Programme at Bogra

Date	Time	Activity	Place
23 <sup>rd</sup> March 2007	2:00	Depart for Bogra	Dhaka
	6:00	Meeting with Upazilla WASH Team	Shahjampur WASH Office
24 <sup>th</sup> March 2007	8:00	Household visit	Shahjahandpur
	10:00	Focus Group Discussion	do
	11:00	Govt girls Primary and High School	do



		Visit	
	11:30	Meeting with Up Member	do
	12:00	Govt. Boys and girls High School visit and Meeting with Teachers and students	Shahjahandpur
	1:00	Cluster Meeting	Shahjahandpur
	2:00	Meeting with local entrepreneur of Village Sanitation Center (VSC)	Majira
	2:30	Visit to BRAC School and Meeting with teacher and students	BRAC School, Majira
	4:30	Meeting with SAE, DPHE	Majira
	5:00	Meeting with Field Staff of BRAC's other program	Majira
	6:30	Meeting with Medical Officer	BRAC Sushatho, Bagura sadar
<b>25<sup>th</sup> March 2007</b>	8:30	Village Organization (VO) Meeting	Sherpur
	10:00	Attend PRA session	
	11:15	Formation of Village WASH Committee	
	12:00	Meeting with Union Parisad Chairman and Members	Shonka, Sherpur
	1:30	Lunch	
	2:30	Meeting with Local NGO representatives	Sherpur
	4:00	Return to Dhaka	

### Mission Programme in Bangladesh

Date /Time	Activities	Place	Remarks
March 22 ,2007			
1:00	Arrival	Dhaka	
2:00	Meeting with Ms. Rabeya Yasmin, PC, CFPR	BRAC Center	
3:00	Meeting with Mr. Monowar Hossain Khandaker, PM BRAC Education Program		
4:00	Meeting with Mr. Milan Kanti Barua , PH WASH Program		
5:00	Meeting with MR. M R Chowdhury, DED		
5:30	Plan for field visit		
March 23 ,2007			
9:00	Desk Study	Hotel	
2:00	Field visit	Bogra	
6:00	Meeting with WASH team at upazilla		
March 24 ,2007			
7:30	Field visit * (attach field visit program)		
March 25 ,2007			
7:30	Field visit		
3:30	Depart from Bogra		
March 26, 2007			
8:00	Desk Study		
2:00	Meeting with Niels Veenis, RNE	RNE, Gulshan	
4:00	Meeting with Rokeya, Water Aid	Hotel	



March 27,2007			
8:00	Meeting with Paul Edwards, UNICEF	Hotel	
9:30	Meeting with Mr. Haider	Plan International ,Banani	
11:30	Meeting with Ms. Shipa Hafiza, Director, HR,	BRAC	
3:00	Meeting with Gender Adviser and team		
4:30	Meeting with Ms . Rabeya Yasmin		Continuation of previous meeting
March 28, 2007			
9:00	Preparation of debriefing	BRAC	
12:30	Meeting with WASH team at central level (Sr. Regional Manager, Sector Specialist team, Research and Evaluation dept., Training Unit of BHP)		
4:30	Desk Work for documents		
March 29, 2007			
7:30	Debriefing with Senior Management & WASH team	BRAC Inn	
11:00	Depart for Bombay	Dhaka	



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